# CITY HALL AREA REDEVELOPMENT PLAN

**JUNE, 1982**

THE CITY OF CALGARY
PLANNING DEPARTMENT

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# CITY COUNCIL APPROVAL

At its meeting of May 10, 1982 Council approved the City Hall Area Redevelopment Plan and gave three readings to By-law No. 11P82. Council also amended the Land Use By-law No. 2P80 in order to implement the Land Use Districts shown on page 10 of the Plan.

In considering the development of the block west of City Hall, Council did not make a specific decision with respect to one of the four development options outlined in the Plan (pages 16-23). However, Council did approve a motion requiring that a minimum of 50% of space at grade or more be provided as open space on this block.

In considering the Hotel/Residential Development, Council approved a recommendation from the Planning Commission that in the Proposal Call for the Hotel/ Residential site, special consideration be given to keeping the vista from 9th Avenue to City Hall and the Plaza on the east side of Macleod Trail open.

# INTRODUCTION

The Planning Act enables the Council of the City of Calgary to designate an area of the City as a redevelopment area and adopt a plan for the area to be known as the "(name) Area Redevelopment Plan." Section 67 of the Planning Act 1977 states that:

An area redevelopment plan shall:

(a) conform with any land use by-law and any other statutory plan affecting the area that is the subject of the plan;

(b) describe
  (i) the objectives of the plan and how they are proposed to be achieved,
  (ii) the proposed land uses for the redevelopment area,
  (iii) the proposed public roadways, public utilities and other services,
  (iv) the location of reserve land, and
  (v) the recreational and school facilities likely to be required;

(c) if a redevelopment levy is to be imposed
  (i) state the one or more purposes for which it is imposed, and
  (ii) specify the proportion of the levy collected that will be paid to a school authority, if any;

(d) describe proposals for the acquisition of land for any public municipal use, school facilities, parks and recreation facilities or any other purposes the council considers necessary;

(e) contain such other proposals the council considers necessary.

This plan replaces the Civic Centre Area Redevelopment Plan adopted by Calgary City Council by by-law on July 17, 1979. A borrowing by-law required to implement the Civic Centre Area Redevelopment Plan was defeated in a plebiscite in November 1979. It is, therefore, necessary to replace the Civic Centre Redevelopment Plan with a revised plan. Many of the objectives of the Civic Centre Plan are considered to be still valid and have, therefore, been incorporated into this revised plan. However, this revised plan also contains significant differences in boundaries, land use proposals, provision of infrastructure and implementation.

The boundaries for this City Hall Area Redevelopment Plan are 1 Street S.E., 7 Avenue S.E., 9 Avenue S.E., and 3 Street S.E. The properties in the City Hall area are legally described as:

Block 52, Plan A, Calgary
Block 53, Plan A, Calgary
Block 60, Plan A, Calgary
Block 61, Plan A, Calgary

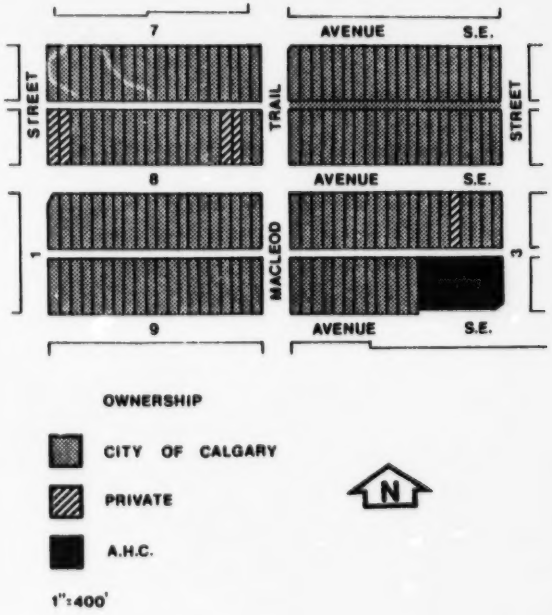
The majority of the property in the City Hall area is in the ownership of the City of Calgary.

The original Civic Centre Area Redevelopment Plan included the western half of the two blocks east of 3 Street S.E. between 7 Avenue and 9 Avenue. This area has been deleted from the plan and should be considered as "Under Policy Review" pending consideration by City Council of a Policy Report for the downtown at which time a land use policy for the East End will be confirmed. Amendments to either the City Hall Area Redevelopment Plan or the Downtown Policy Report would then be made to incorporate the area "Under Policy Review".

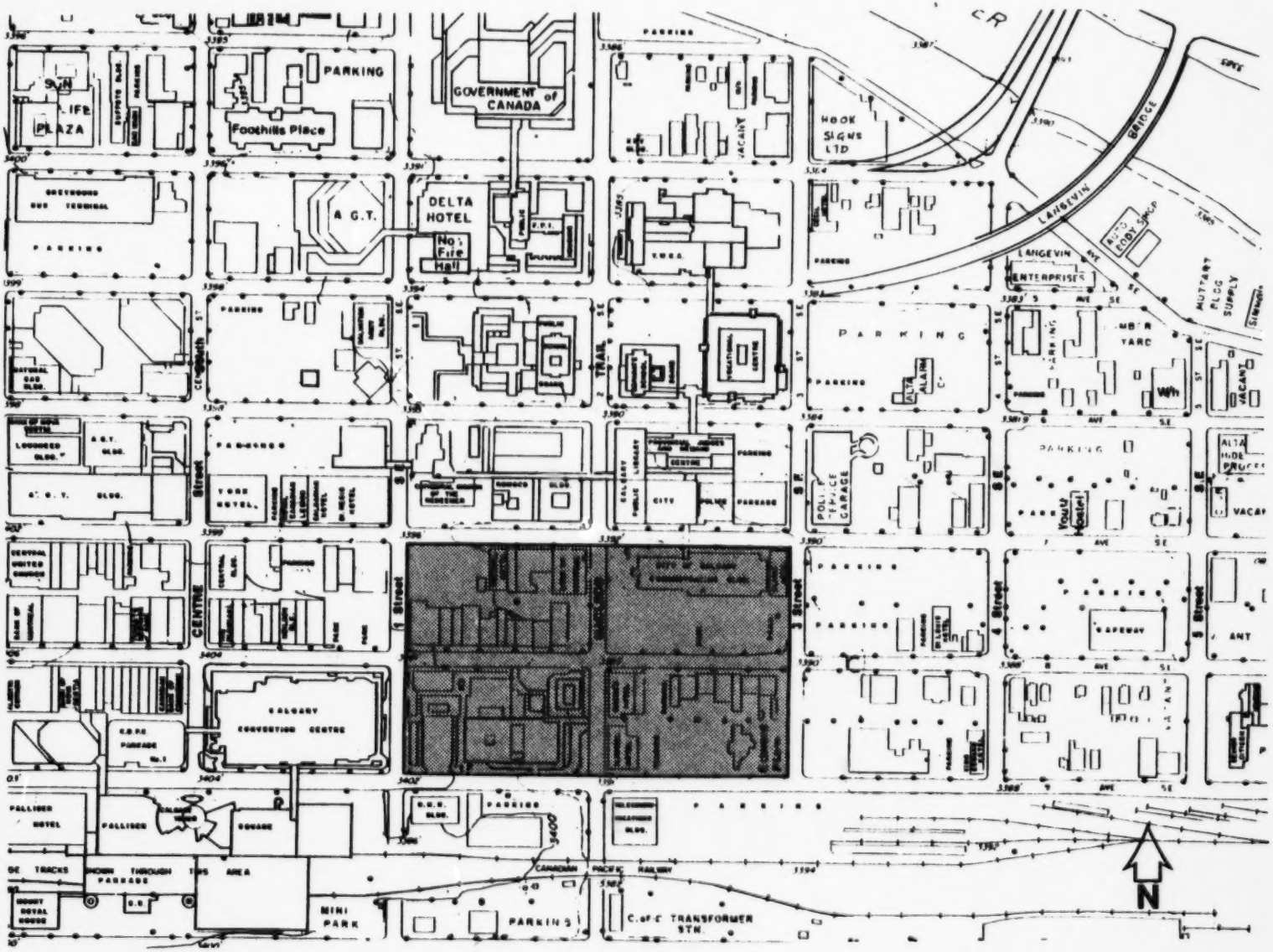
The purpose of this plan is to outline the planning proposals for the development of the City Hall area in accordance with the requirements of the Planning Act. As with other Area Redevelopment Plans, it is proposed that this plan be implemented by means of its adoption by by-law as a statement of planning policies for the City Hall area to be used by the various approving authorities. In addition, the City's Land Use By-law, By-law 2P80, will be amended so that its requirements, as they apply to the City Hall area, comply with this plan.

However, unlike other Area Redevelopment Plans, the City of Calgary, as the principal landowner in the City Hall area, is able to use its position as landowner to adopt or impose additional guidelines and requirements on the development of its property in order to achieve the objectives, development image and policies outlined in this plan. For example, in conducting the architectural competition for the design of the new Municipal Building, the City prepared site development guidelines which it is adhering to as property owner in the development of the Municipal Building site. The City may also prepare site development guidelines and requirements for other property that it owns in the City Hall area and chooses to develop or make available for development. These guidelines and requirements will be compatible with the provisions of the Land Use By-law but will be more specific. Reference to these guidelines and requirements will be found in this plan and will also be found in the proposal call documents that the City may issue as part of the implementation strategy for this plan. Certain guidelines have been included in this plan in order to provide the reader with a fuller understanding of how development in the City Hall area is proposed to proceed.

This plan is divided into three major sections. Section One outlines the objectives for development of the City Hall area contained in the approved Downtown Plan 1979 and additional objectives previously approved by City Council. Section Two contains the land use, transportation, and other proposals of the plan itself. Section Three contains recommendations regarding implementation. Appendix A contains an evaluation of land use options for the development of the block west of City Hall. Appendix B contains a list and summary of Technical and Background Reports that have been prepared regarding the City Hall area.



"AERIAL VIEW OF CITY HALL AREA AND DOWNTOWN FROM EAST"




"CITY HALL AREA IN DOWNTOWN CONTEXT"

# OBJECTIVES

1.1 History and Context:

Located in the east end of Calgary's downtown, the City Hall area was at one time the centre of Calgary's commercial core. Most of the buildings in the area were constructed during the building boom which occurred during the late 1800's to 1913. Specifically, hotels such as the Imperial, Queens and Alexandra developed in the area because of proximity to the C.P.R. Station. This period also saw the construction of buildings such as the original Calgary Post office 1902, the Empress Theatre Auditorium 1906, the Dinsmore Block 1908, the Salvation Army Citadel 1909, Strathcona Apartments 1910, the City Hall 1911, the Toronto Dominion Bank Building 1911 and the Burns Building 1913. On November 17 1884, the day Calgary was incorporated as a town, the first Town Council deliberations were held in Clarke and Beaudoin's Saloon located on the site since occupied by the Queens Hotel.

Following World War I, development in downtown Calgary was concentrated in the area west of the City Hall area. The Calgary Public Building was constructed at 8 Avenue and 1 Street S.E. in 1930. Early in the 1960's the City Administration Building, Calgary Public Library and Police Building were constructed. In the late 1960's and throughout the 1970's the downtown east end including the City Hall area was the subject of a number of urban renewal studies and proposals. In 1976 Edwards Place, a 17 storey 168 unit senior citizens apartment building, was completed.

In 1981 construction began on the Calgary Centre for the Performing Arts and a major design competition for a new Municipal Building was held.

The area north of the City Hall area contains a number of large institutional buildings. To the south the mainline of the C.P.R. is located. West of the City Hall area is the Glenbow Museum, Convention Centre and Calgary's downtown commercial and retail core. To the east of the City Hall area a medium to high densitv residential community is planned.

The City Hall area's history and physical context suggest a number of important themes to be considered as planning and redevelopment in the area proceeds. These include:

- The governmental and commercial history of the area reflected in plans to retain the City Hall and various other buildings of architectural and historical significance.
- The generous building setbacks and public open spaces in the urban renewal area to the north.
- The potential of the Stephen (8th) Avenue Mall to provide a pedestrian link between the City Hall area and the remainder of downtown.
- The pedestrian, retail and heritage focuses of the Mall.
- The establishment of appropriate densities and land uses to help make the transition from the commercial core to the east end residential area.
- The excellent accessibility provided by MacLeod Trail, 9 Avenue S.E. and the present and proposed L.R.T. lines and bus routes.

## 1.2 Objectives Approved by City Council:

In February 1979, City Council adopted a Downtown Plan for Calgary. The City Hall area is identified in that plan as the Civic Centre area and the planning intent for the area is outlined as follows:

- To act as a focus for downtown.
- To serve as a major urban open space.
- To accommodate a variety of uses, both public and private (cultural, entertainment, retail/office).

The Downtown Plan also suggests that the area should function as a transition area from the office and retail core located to the west, to the East End residential area. The public open space is to provide an activity node at the end of the Stephen (8th) Avenue Mall.

In April 1981, City Council approved objectives and planning policies for the City Hall area in order to establish a planning context for the Municipal Building Design Competition. The approved objectives were:

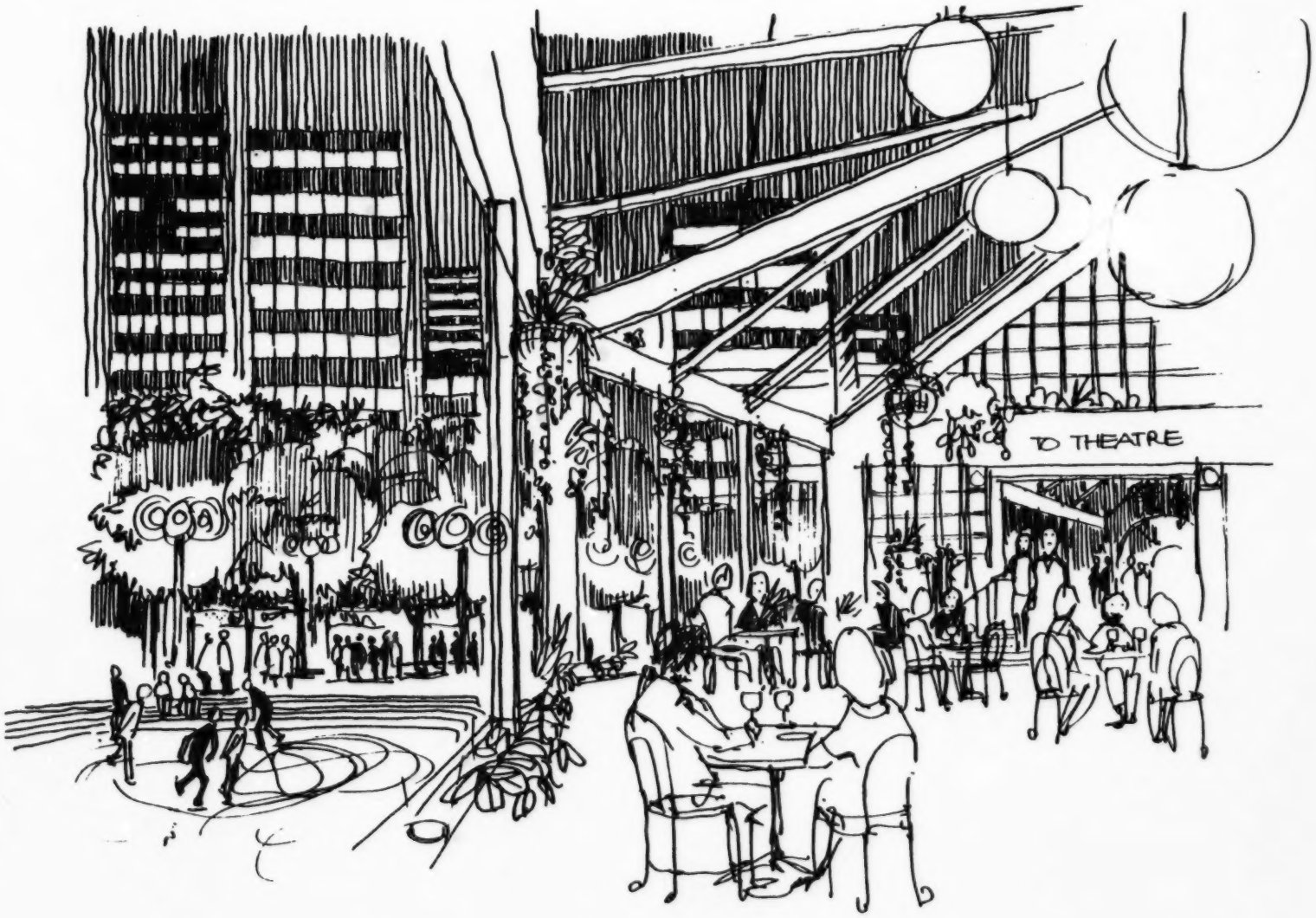
- To ensure a strong and positive identity for City Hall.
- To provide a balance of open space and buildings.
- To ensure the development of a continuous, coordinated pedestrian circulation system both within and between buildings on the site.
- To provide convenient vehicular access to the site and public transit facilities (including L.R.T.) within the site as part of the overall circulation system.
- To acquire all land in the area so as to free the development process from the usual constraints of existing lot size and configuration, and the boundaries created by existing roadways and buildings.
- To illustrate the aesthetic value of a blend of old building rehabilitated and linked with new ones.

## 1.3 Working Objectives:

While the subject of a separate Area Redevelopment Plan, the City Hall area is an integral and important part of Calgary's downtown. The City Hall Area Redevelopment Plan must, therefore, contain proposals to integrate the area with the remainder of the downtown yet also establish a distinct image within it. The Area Redevelopment Plan has taken into consideration the planning policies contained in the approved Downtown Plan 1979, existing and proposed developments in the area, and the planning policies contained in the proposed Downtown Area Redevelopment Plan.

During the period from November 1979 to December 1981 there has been a good deal of public input regarding how the City Hall area should and should not develop. Various reports documenting this input have been prepared and are summarized in the Appendix B.

The principal working objective has been to achieve a synthesis between the objectives and approved policies of City Council, public input, approved developments in the area, good planning principles, and technical, economic and legal considerations. It has also been considered important to identify and evaluate where appropriate, a range of land use or development options all of which satisfy, to some degree, the plans objectives. Some of the land use and development options will require additional City expenditures for implementation. However, opportunities for compensating revenue have also been noted. Consideration has also been given to the contents of agreements entered into by the City for the acquisition of land in the City Hall area.




SKETCHES FROM CO-DESIGN WORKSHOPS IN WHICH THE PUBLIC, ASSISTED BY ARTISTS, ILLUSTRATED THEIR VIEWS ON THE ACTIVITIES THAT COULD TAKE PLACE IN THE CITY HALL AREA

# PLANNING PROPOSALS

2.1 Image:

Given the intent for the area as outlined in the approved Downtown Plan 1979, the objectives previously approved by City Council, the public input, and the developments already approved and proposed for the area, notably the Performing Arts Centre and the new Municipal Building, the development of the City Hall area should promote and support an image of the area that is characterized by:

- The presence of City Hall as the symbol of Municipal Government.
- The availability of public amenities, public services and public open space.
- Public assemblies - to honour citizens, welcome visitors and hold community celebrations.
- Entertainment opportunities - a theatre district, anchored by the Performing Arts Centre, with complementary restaurants, movie theatres, galleries, and shopping.
- Opportunities to recall Calgary's history through the continued presence of buildings of architectural and historical significance.
- Accessibility - by automobile, transit and for the pedestrian.
- People living, working, visiting and relaxing.

The planning proposals outlined in this section of the plan have been developed to allow and encourage this development image to be achieved.

2.2 Land Use Plan:

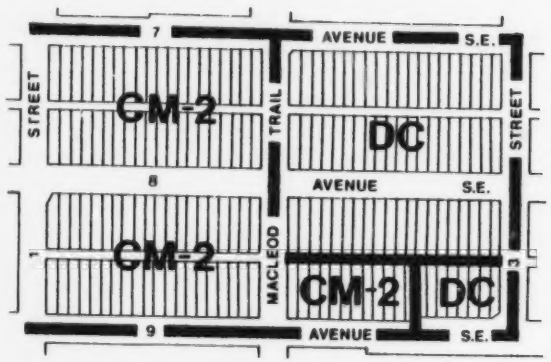
The Land Use Plan for the City Hall area incorporates the following developments:

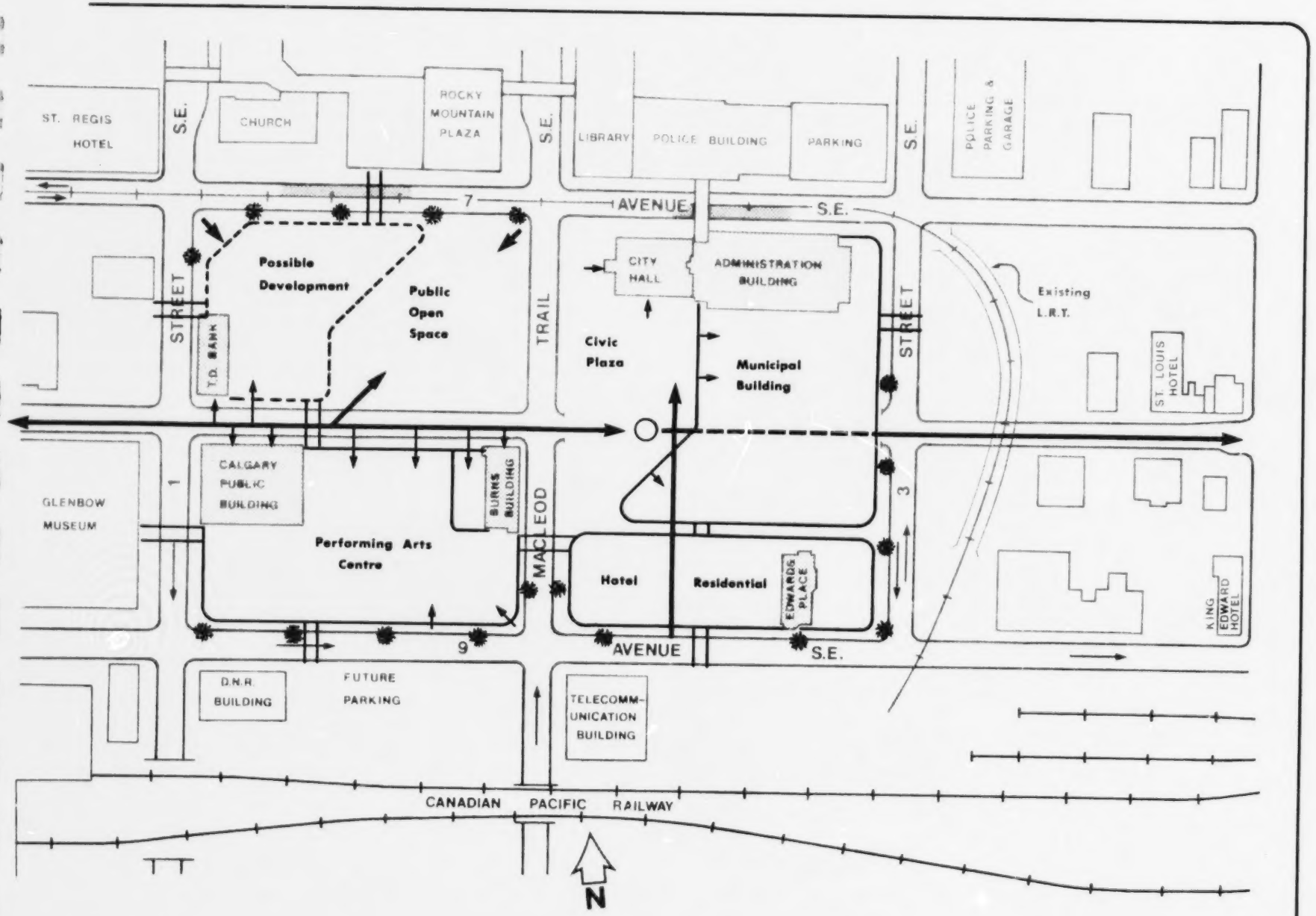
- Retention of the City Hall, Administration Building, Edwards Place, the Burns Building, the Calgary Public Building and the Toronto Dominion Bank.
- A Municipal Building.
- Public Open Spaces.
- A Performing Arts Centre.
- Residential, hotel development.
- Options for retail and office development.

This land use mix is required in order to fully implement the intent for the area contained in the Downtown Plan 1979, Council's objectives for the area and the development image proposed. This land use mix also provides uses with varying and complementary activity cycles. The City Hall, Municipal Building and other office developments would be expected to operate on a 8 A.M. to 5 P.M. cycle, 5 days per week. The Performing Arts Centre, retail, residential and hotel developments will have a wider activity cycle including evening and weekend use. The public open space would be expected to be used on weekdays by the working population and on weekends by residents and visitors and for special public events.

The following is a more detailed description of each of the major land use proposals.

**PROPOSED LAND USE DISTRICTS**






1" = 200'

**CONCEPT PLAN**

2.2.1 Municipal Building and Plaza:

A site area of 22,110 $m^2$ (+/-) is available for this development. A new Municipal Building of approximately 72,000 m2 gross is planned. The City Hall and Administration Building will be retained. The City Hall will continue to be used for the legislative offices of the Municipal Government. The Administration Building and new Municipal Building will accommodate the Council Chambers, meeting rooms, public service areas, municipal office space, and retail space.

The land use designation for this site is presently a combination of CM2, I2 and DC. In view of the specific and unique nature of the land uses proposed for this site, the Land Use By-law should be amended to designate this site as Direct Control. The following guidelines have been adopted by the City as landowner.

Use

The land will be used for development of a Municipal Government Building and Civic Plaza with the existing City Hall being retained.

Density

The maximum gross floor area of new construction and existing buildings will be approximately 5.0 times the site area. This calculation of gross floor area excludes any L.R.T. tunnels and station areas that may be built below grade on the site.

Civic Plaza (Public Open Space)

A minimum of 4500 $m^2$ of public open space will be provided on the site and be located adjacent to and south of the City Hall. The open space is to be designed to be suitable for active daily informal use and for ceremonial functions and civic gatherings.

+15 System

+15 connections designed and constructed in accordance with City standards will be provided from the termination of the existing +15 system in the Administration Building, south to the service lane between 8 and 9 Avenue S.E. The development will also make a contribution equivalent to 50% of the cost of constructing a +15 bridge over MacLeod Trail to connect with the Performing Arts Centre.

Light Rail Transit

The development will accommodate all of the City's requirements for below grade L.R.T. tunnels, stations and other access points, transfer connections and processing areas as determined by the Transportation Department. Construction of these facilities may be phased.

East-West Pedestrian Link

The development will incorporate and east-west at grade public passageway from MacLeod Trail to 3 Street S.E. designed to remain open and in use 24 hours per day.

Parking

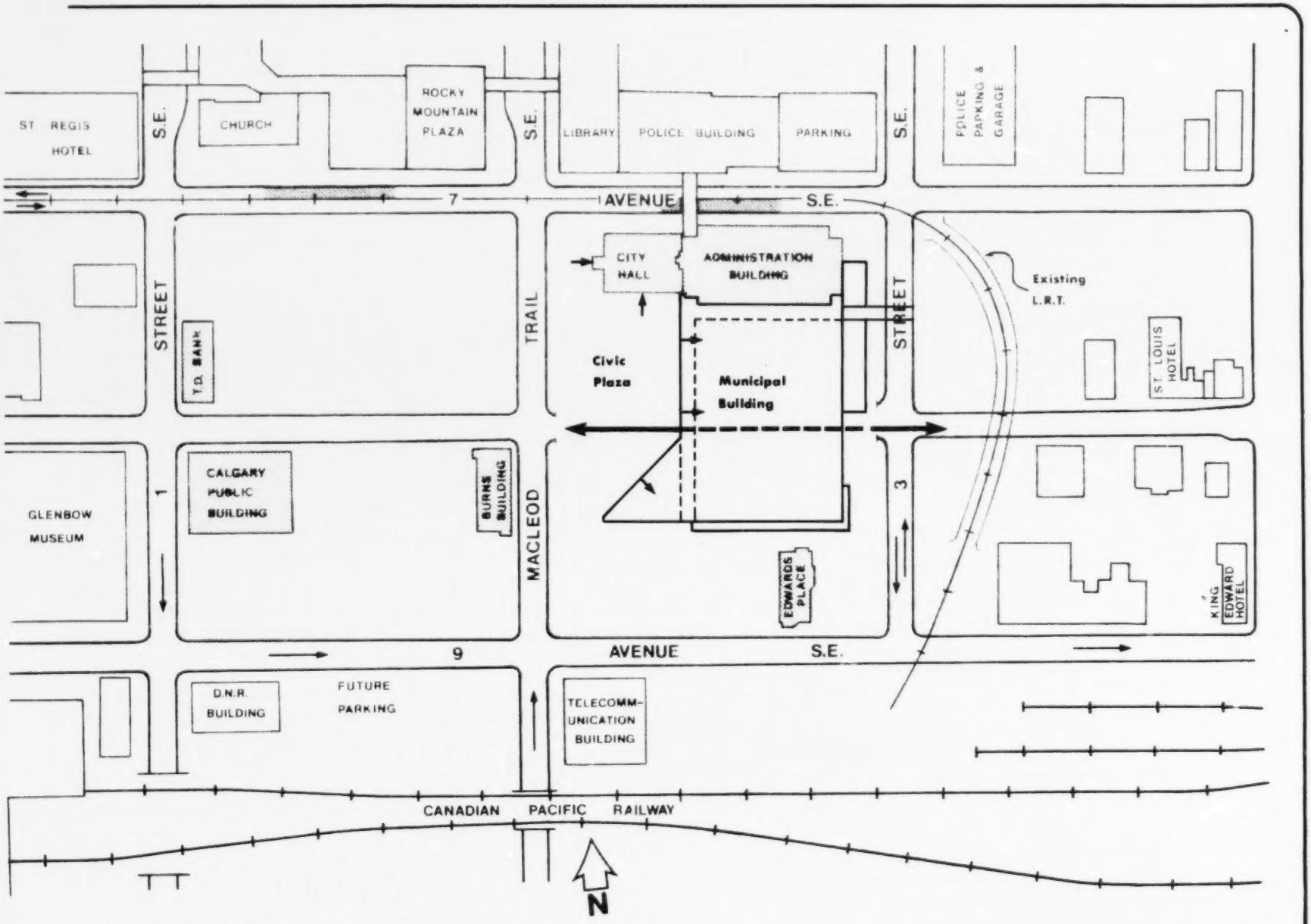
The required parking will be calculated on the basis of one stall per 1500 square feet of net floor area. Approximately 100 stalls will be provided on site with the remainder paid by cash in lieu.

Access

Vehicular access to the development will be provided from 3 Street S.E. and the service lane between 8 Avenue S.E. and 9 Avenue S.E. However, the service lane will be closed at MacLeod Trail.

Queens Hotel

The development will incorporate features to acknowledge the former presence of the Queens Hotel and the historical significance of the site upon which the Queens Hotel stood.




1" = 200'

**MUNICIPAL BUILDING**

2.2.2 The Performing Arts Centre:
This Centre will add an exciting dimension to the opportunities available in downtown Calgary and will also be a significant variation on the pervasive 8 A.M. - 5 P.M. weekday activity cycle. The Performing Arts Centre is based upon a theatre district development concept. A 1800 seat music hall, 750 seat theatre, 450 seat theatre and a 250 seat recital theatre plus commercial and support space will be provided. The Calgary Public Building and the Burns Building will be retained and rehabilitated. These two buildings will accommodate office and retail uses. Their retention responds directly to one of the objectives of the plan - "To illustrate the aesthetic value of a blend of old buildings rehabilitated and linked with new ones".

The developments on this block were approved by the Calgary Planning Commission in 1981. In discussions with the architects and developers involved in the developments on this block, the following guidelines have been agreed to.

Entrances
Theatre entrances and retail uses will front the south side of the proposed Stephen (8th) Avenue Mall extension from 1 Street to MacLeod Trail. Entrances to the Arts Centre will also be provided from 9 Avenue S.E. which will also provide service access to the Centre.

Empress Theatre
One of the theatres in the Arts Centre will be furnished in a manner recalling the original Empress Theatre which was constructed on the Arts Centre block in 1906.

Plus 15
A complete and comprehensible +15 system will be developed which, in addition to providing access to the Performing Arts Centre, will make the following connections.

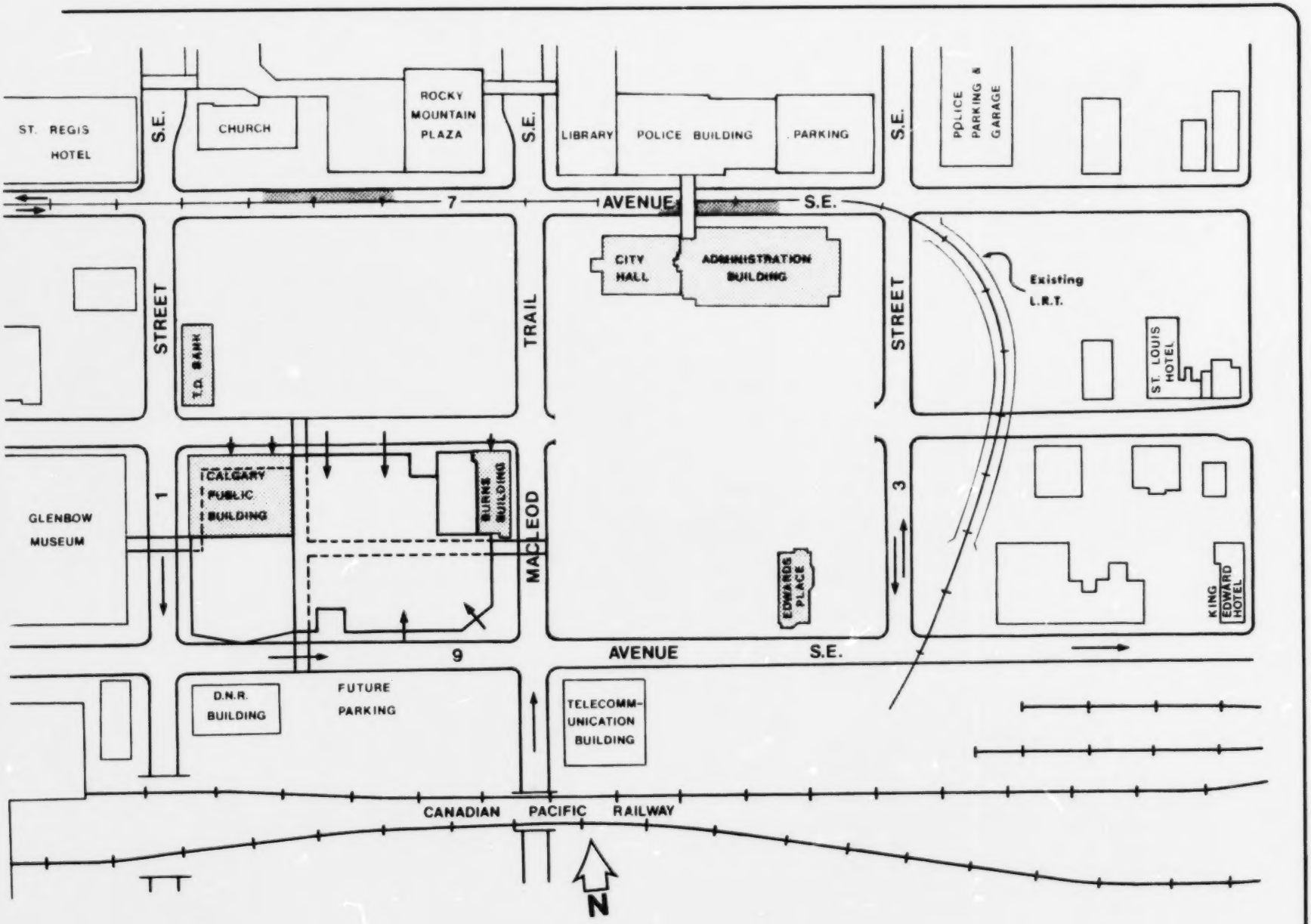
- From the Municipal Building and proposed hotel/residential developments east of MacLeod Trail to the Glenbow Museum and Convention Centre to the west.
- From the proposed downtown east end parking structure south of the site, to 8 Avenue.

Parking
Approximately 180 parking stalls will be constructed below grade with access/egress from MacLeod Trail.

Calgary Public Building
Rehabilitation of the lower floors of the Calgary Public Building will be undertaken by the Arts Centre in order to provide a lobby area for the music hall to be constructed south of the Public Building. The upper floors of the Public Building will be used as office space.

Burns Building
A high standard of rehabilitation of the Burns Building will be achieved and the building will be used for office and retail purposes thereby reinforcing the theatre district concept. An addition to the Burns Building is to be constructed on its west side in order to more satisfactorily integrate the Burns development and the adjacent Arts Centre

The land use designation for this block is presently CM2. No change in land use designation is required. A maximum gross floor area of approximately 4 times the site area will be realized.

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**PERFORMING ARTS CENTRE**

2.2.3 Block West of City Hall:

The Toronto Dominion Bank Building - a designated heritage building - is located in the southwest corner of this block and will remain. Right-of-ways for Light Rail Transit exist below grade on this block. These right-of-ways are required to be protected for future development of a Central Station for the City's Light Rail Transit system. Any development of this block must accommodate the City's requirements for this Central Station - i.e. tunnels and platforms, access and transfer connections, and passenger amenity areas.

Four development options have been identified for this block, all of which satisfy to some degree, the approved objectives and proposed development image.* This block currently has a land use designation of CM2. Each of the development options is permitted under CM2 and a land use redesignation is not required with the approval of this A.R.P. While CM2 rules will, therefore, apply in any development of this block, additional requirements to be imposed by the City as property owner have also been identified, where appropriate, with each option. Once a development option for the block has been selected and conceptual plans for that development option prepared, redesignation of the block to DC (Direct Control) may be desirable.

Option 1 - Public Open Space

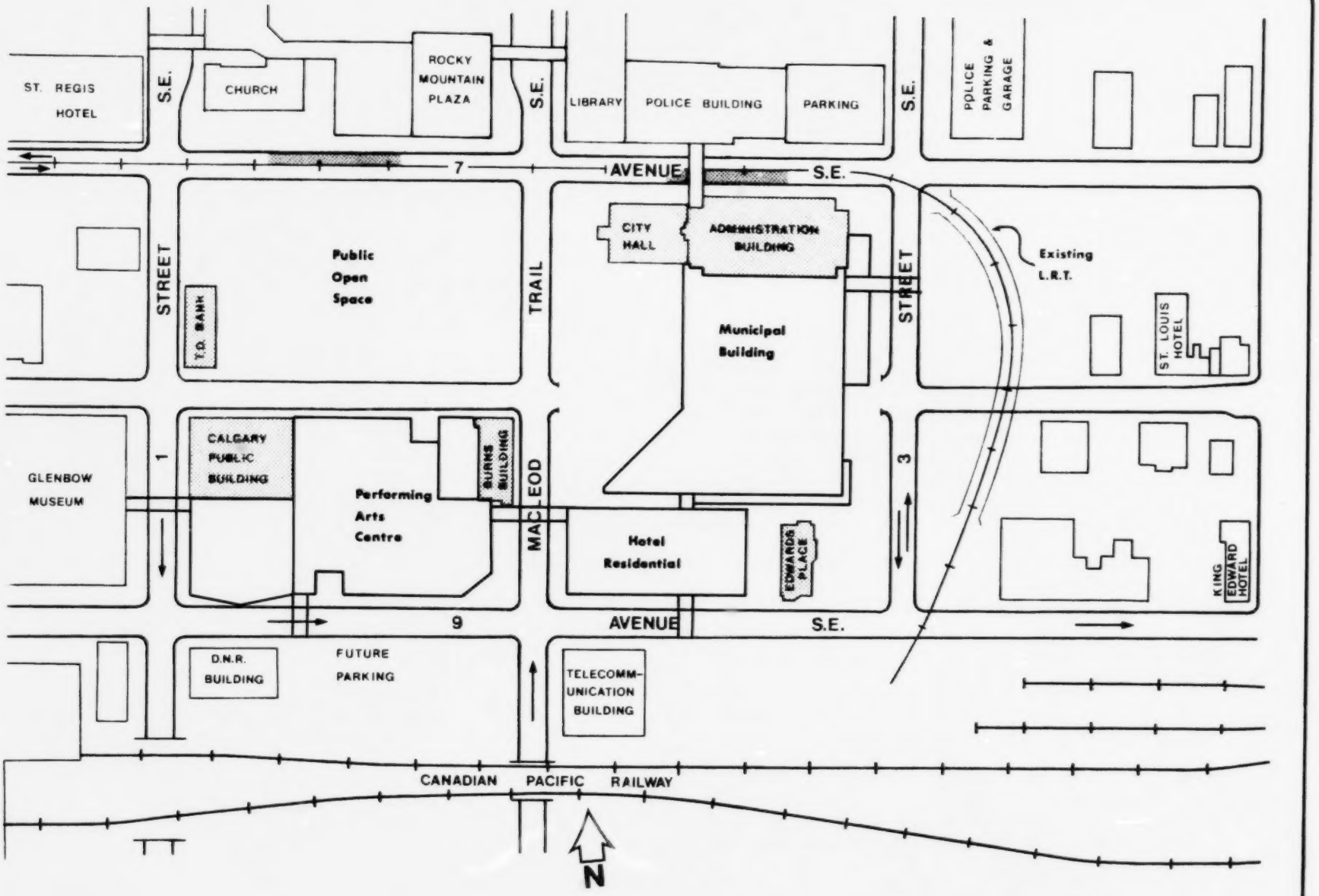
With this option the block (excluding the Toronto Dominion Bank Building) is initially developed as at grade public open space. At some future date when the L.R.T. Central Station is constructed, entrances, transfer connections, and passenger amenity areas would be constructed possibly resulting in a more terraced open space.

The public open space would be of a sufficient size to allow extensive landscaping, (e.g. lawns, trees, water, flower gardens) as well as space for more programmed events (e.g. band concerts).

The development of the public open space and the Central Station will be undertaken by the City of Calgary.

This option most satisfactorily achieves the open space objectives of the plan. Indeed, a major park is provided in downtown Calgary. However, the opportunity to include a significant mix of land uses including private sector uses (e.g. retail) in the City Hall area would be reduced.

*Appendix A contains an evaluation of each of the development options. The evaluation is based upon the degree to which each of the options contributes to the accomplishment of the objectives of the plan as approved by Council plus other criteria.




1" = 200'

**OPTION "1"**

Option 2 - Public Open Space and Some Development

With this option the majority of the block is provided as public open space (+/- 9000 $m^2$), providing landscaped areas for casual daily use as well as areas for more active use and programmed events.

Some development is permitted at the western end of the block adjacent to the Toronto Dominion Bank Building. The following site development guidelines are recommended for adoption by the City as owner of the land.

Land Use and Intensity

While a variety of discretionary uses are possible under the CM2 land use district, the development will incorporate primarily retail space. This land use will permit an activity area at the western edge of the open space (e.g. shopping, restaurants). However, the intent is to permit only a minimal development in order to maximize the amount of open space.

A development of approximately 9300 $m^2$ gross (+/- 100,000 square feet) is permitted covering an area of approximately 3000 $m^2$.

Massing

The massing and form of the development will provide some protection to the adjacent open spaces from the unpleasant effects of prevailing westerly and northwesterly winds.

Plus 15

The development will provide a +15 connection from 8 Avenue to 7 Avenue as well as a connection to 1 Street S.E. as illustrated in the accompanying plan.

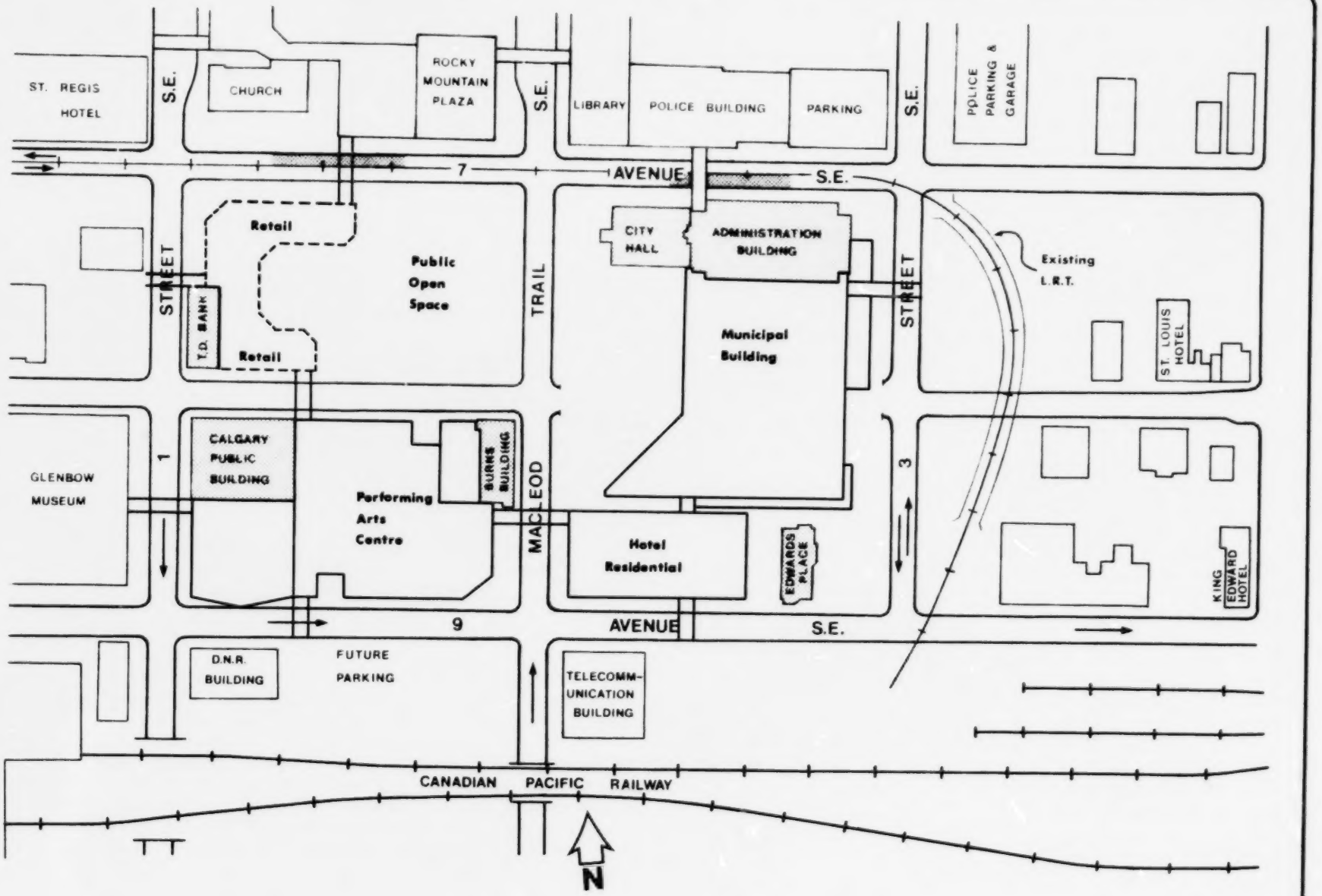
Access

Vehicular and service access to the development will be provided from 1 Street S.E.

Parking

The amount and location of parking will be determined at the development permit stage.

This option provides a major open space while allowing sufficient development to occur to make the +15 connections that are desirable and provide activity complimentary to the open space at the west end of the block. The retail development would be implemented by means of a proposal call while the open space and L.R.T. Central Station would be developed by the City.

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**OPTION "2"**

Option 3 - Balance of Open Space and Development

With this option a minimum of 6500 $m^2$ of public open space is provided at the eastern end of the block opposite the City Hall and Civic Plaza. The open space would provide landscaped areas (e.g. grass, trees, flower gardens, etc) for casual daily use and space for activities related to the adjacent developments (e.g. outdoor restaurants and cafes, street theatre) and for other programmed events.

Development is permitted at the western end of the block and will occur as a result of a proposal call. The proposal call documents would outline any conditions, requirements or guidelines which the City as owner of the land may wish to impose. The following site development guidelines are recommended for adoption by the City as landowner.

Land Use and Intensity

While a variety of discretionary uses are possible under the CM2 land use district, the development will incorporate primarily retail and office uses. A major retail component is required with a retail mix that supports and enhances the theatre district, entertainment themes of the overall development image for the City Hall area. Examples of appropriate retail are: restaurants, night clubs, movie theatres, galleries, book stores, boutiques, specialty shops. In addition, cultural and recreational uses are encouraged.

A development of approximately 55000 $m^2$ gross (600,000 square feet) is permitted covering an area of approximately 5500 $m^2$ as illustrated in the accompanying plan.

Density Transfer

If a suitable agreement can be negotiated with the owners of the Toronto Dominion Bank Building, a transfer of density from the Bank Building to the development site is permitted, subject to the approval of the Calgary Planning Commission, and will be calculated as additional to the 55,000 $m^2$ gross floor area.

Massing

The massing and form of the development will protect the adjacent public open spaces from the unpleasant effects of prevailing westerly and northwesterly winds.

Plus 15

The development will provide a +15 bridge across 8 Avenue to connect with the Performing Arts Centre and incorporate a +15 connection from the Arts Centre to 7 Avenue as illustrated in the accompanying plan.

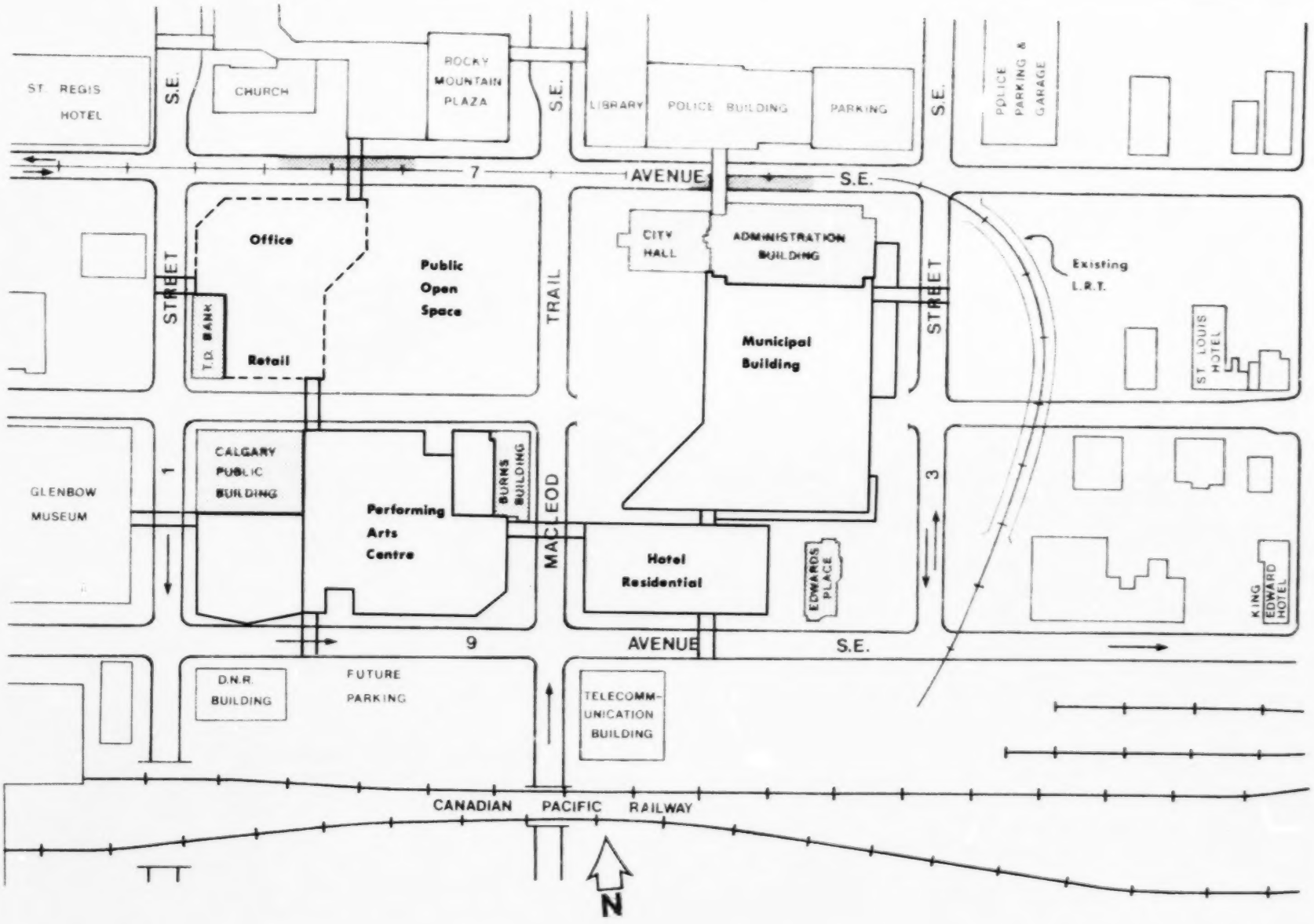
Access

Vehicular and service access to the development will be via 1 Street S.E. Lay-by's and drop off areas will also be provided from MacLeod Trail at the eastern end of the block.

Parking

Parking is to be provided in accordance with the requirements of the Land Use By-law in effect at the time of the development permit application.

This development option contributes positively to many of the plans objectives. One half block of public open space is provided and the inclusion of a major retail component enhances the theatre district, entertainment and shopping components of the development image.

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**OPTION "3"**

Option 4 - Mixed Use Development with Public Open Space

With this option a minimum of 4500 $m^2$ of public open space is provided at the eastern end of the block opposite the City Hall and Civic Plaza. The public open space would be used primarily for activities related to the adjacent development and other programmed events.

The remainder of the block is used for a high density mixed use development. As with option 3, development will occur as a result of a proposal call. The following site development guidelines are recommended for adoption by the City as land-owner.

Land Use and Intensity

The City's objective is to achieve a high density mixed use development incorporating office, retail and residential uses plus indoor public space. A major retail component that supports and enhances the theatre district, entertainment themes of the development image for the City Hall area is required. Cultural and recreational uses are also encouraged.

A development of approximately 100,000 $m^2$ gross (1,076,000 square feet) is permitted covering an area of approximately 7500 $m^2$ as illustrated in the accompanying plan.

Enclosed Public Space

The development is to include a significant useable enclosed, environmentally controlled public space or public spaces such as an indoor park, atrium, arcade, galleria or interior street.

Density Transfer

If a suitable agreement can be negotiated with the owners of the Toronto Dominion Bank Building, a transfer of density from the Bank Building to the development site is permitted subject to the approval of the Calgary Planning Commission and will be calculated as additional to the 100,000 $m^2$ gross floor area.

Massing

The massing and form of the development will protect the adjacent public open spaces from the unpleasant effects of prevailing westerly and northwesterly winds.

Plus 15

The development will provide a +15 bridge across 8 Avenue to connect with the Performing Arts Centre and incorporate a +15 connection from the Arts Centre to 7 Avenue as illustrated in the accompanying plan. A +15 connection to 1 Street S.E. is also required. Additional +15 contributions may be required at the development permit stage.

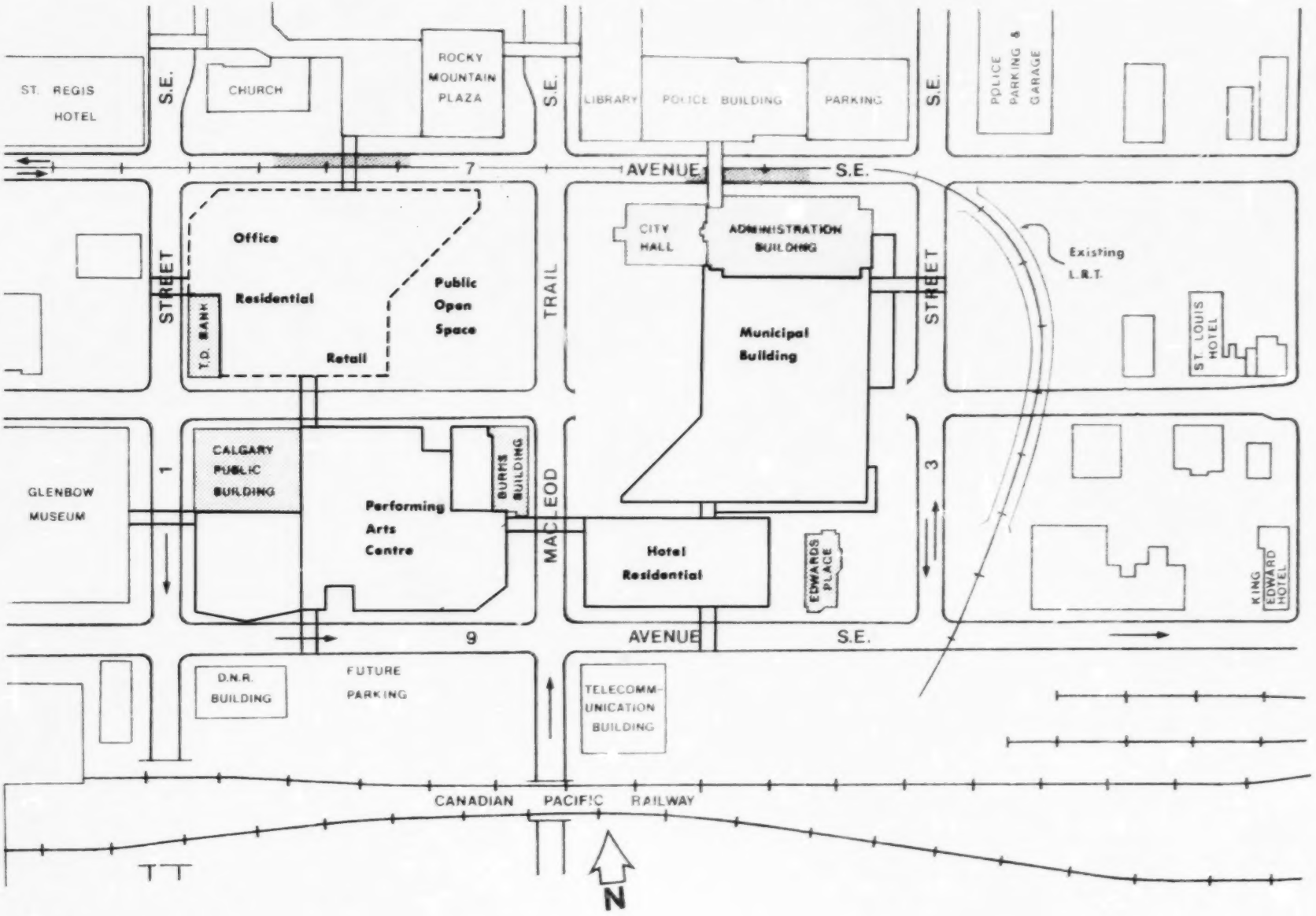
Access

Vehicular and service access to the development will be via 1 Street S.E. Lay-by's and drop off areas will also be provided from MacLeod Trail at the eastern end of the block.

Parking

Parking is to be provided in accordance with the requirements of the Land Use By-law in effect at the time of the development permit application.

This development option contributes most positively to the achievement of a mix or diversity of land uses in the City Hall area while still providing a substantial amount of public open space.




1" = 200'

**OPTION "4"**

2.2.4 Hotel/Residential Development:

The half block south of the Municipal Building and Civic Plaza includes Edwards Place, a 17 storey 168 unit apartment building for senior citizens. A variety of land use options were considered for the remainder of the site. For example, public open space was considered but is not recommended because the site is poorly located for this use. Additional office space was also considered but is not as desirable as other options because there is already sufficient office development east of MacLeod Trail in the Municipal Building and because of the desirability of having a land use with a wider activity cycle east of MacLeod Trail and adjacent to Edwards Place. The land use proposed for the remainder of the site is hotel and/or residential. This land use is important in achieving the development image proposed for the City Hall area and is also compatible with Edwards Place, the Performing Arts Centre and the Municipal Building and Civic Plaza. It also takes advantage of the excellent accessibility of the site because of its adjacency to MacLeod Trail and 9 Avenue.

The hotel/residential site currently has land use designation of CM2 and I2. A redesignation of the I2 property to CM2 is required. While a variety of discretionary uses are possible under CM2, the proposed land use will be implemented by the City as landowner of the parcel west of Edwards Place by means of a proposal call which will contain the following site development guidelines.

Land Use and Intensity

The City's objective is to achieve a hotel and/or residential development, the design of which is compatible with adjacent developments. A maximum gross floor area will be established in the proposal call documents but will not exceed 28000 $m^2$ (+/- 300,000 square feet).

Plus 15

Provision must be made to incorporate within the development a +15 link from the Municipal Building to MacLeod Trail. A contribution of 50% of the cost of a +15 bridge across MacLeod Trail to the Performing Arts Centre may also be required.

Integration of Edwards Place

The hotel/residential development must provide a Plaza or other pedestrian connection to Edwards Place either at grade or at the +15 level in order that the developments amenities and the amenities in the new Municipal Building and Plaza are conveniently accessible to the residents of Edwards Place.

Access

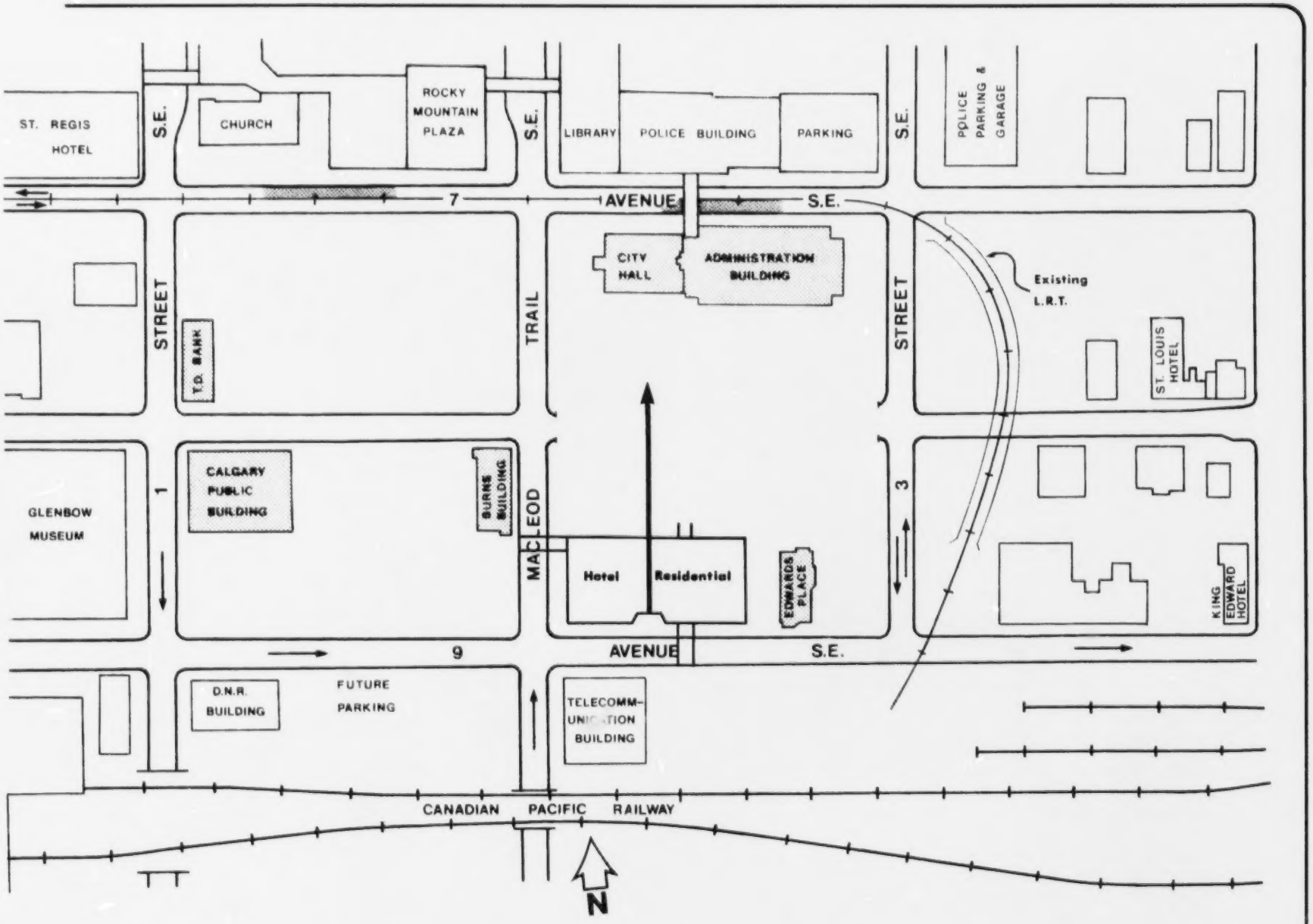
Lay-by's, drop off areas and the major entrance to the development are to be provided from 9 Avenue. Service and vehicular access to the site is to be provided from either 9 Avenue or the easterly portion of the service lane via 3 Street S.E.

Link to Civic Plaza

The location and development of the lower floor lobbies and public areas should allow an at grade connection from 9 Avenue to the Civic Plaza as provided for in the design of the Municipal Building. This connection may be through a lobby or other enclosed public area.

Parking

Parking is to be provided in accordance with the requirements of the Land Use By-law in effect at the time of the development permit application.




1" = 200'

**HOTEL / RESIDENTIAL**

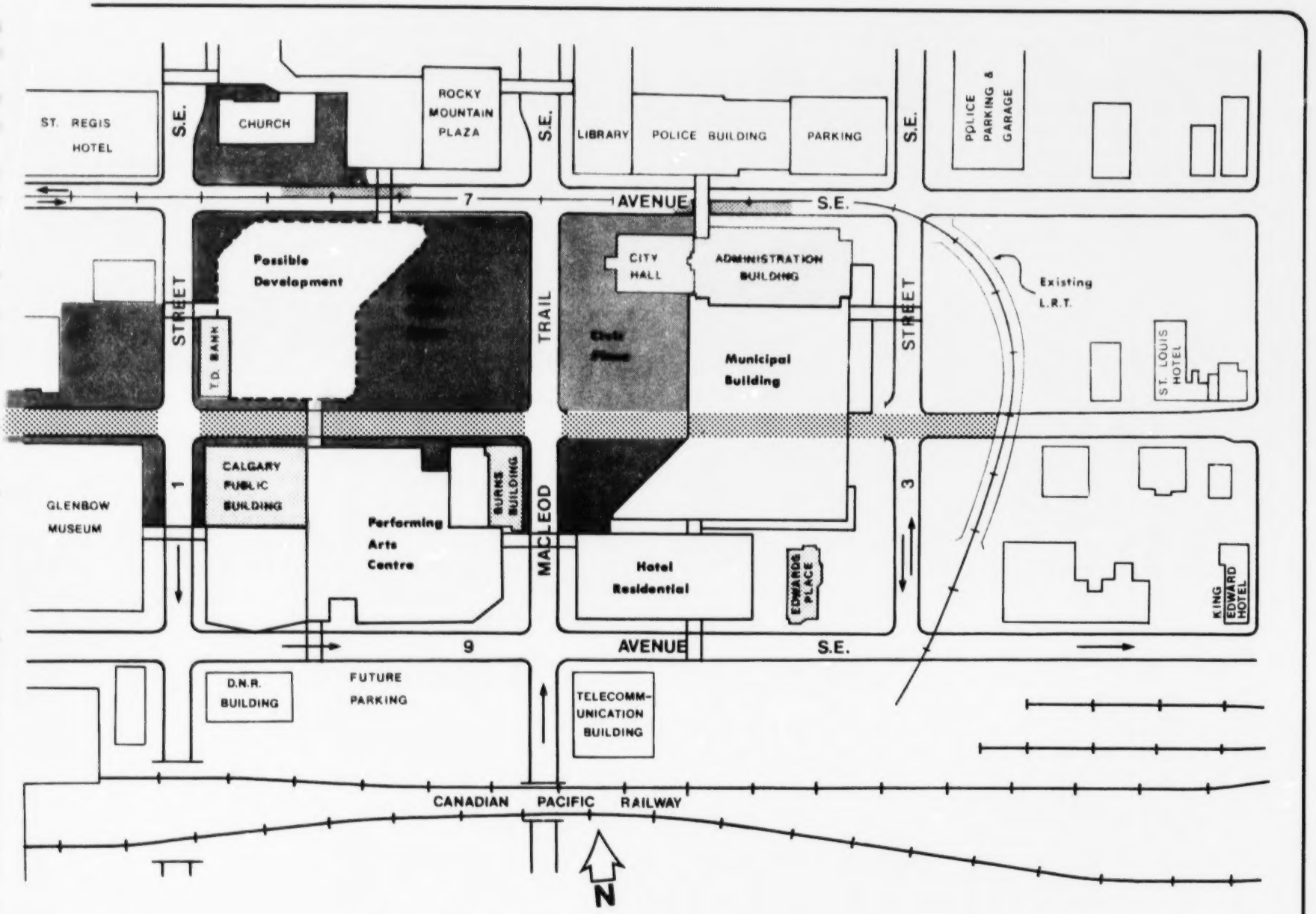
2.2.5 Stephen (8th) Avenue Mall:

The Stephen (8th) Avenue Mall is proposed to be extended eastward to MacLeod Trail from its current termination at 1 Street S.E. The extension to MacLeod Trail will be on the existing 8 Avenue right-of-way. The City Hall development, Civic Plaza and other public open spaces will service as an anchor and activity node at the east end of the Mall. However, the east-west pedestrian link through the new Municipal Building will be provided to connect the Mall and Civic Plaza on the west with existing and proposed developments east of 3 Street S.E. in the East End. Extension of the Mall will be undertaken by the City of Calgary.

2.2.6 Public Open Space:

Two major areas of public open space are proposed in the plan. The public open space to be located east of MacLeod Trail and south of the City Hall is intended to be used for the ceremonial functions and public gatherings that take place at City Hall and will, therefore, function as a Civic Plaza. It will also be suitable for more casual daily use. The specific function of the public open space to be located on the block west of City Hall is dependent to some extent on the development option chosen. Generally, the public open space on this block will be more casually and informally used having some of the characteristics of a downtown park while accommodating activities related to adjacent developments (e.g. band concerts, street theatre, restaurants).

There will be occasions when very large rallies, festivals, celebrations and public gatherings will take place in the City Hall area. On these occasions, which will occur primarily on weekends, MacLeod Trail could be closed north of 9 Avenue and traffic diverted to 3 or 4 Street S.E. This would allow the use of the MacLeod Trail right-of-way plus the adjacent open spaces as the setting for such gatherings.




1" = 200'

**PUBLIC OPEN SPACE**

2.2.7 Plus 15 Plan:
The existing +15 system in the downtown will be extended throughout the City Hall area. Each of the developments in the City Hall area will contribute to the accomplishment of this objective. The accompanying plan illustrates the +15 system proposed for the City Hall area.

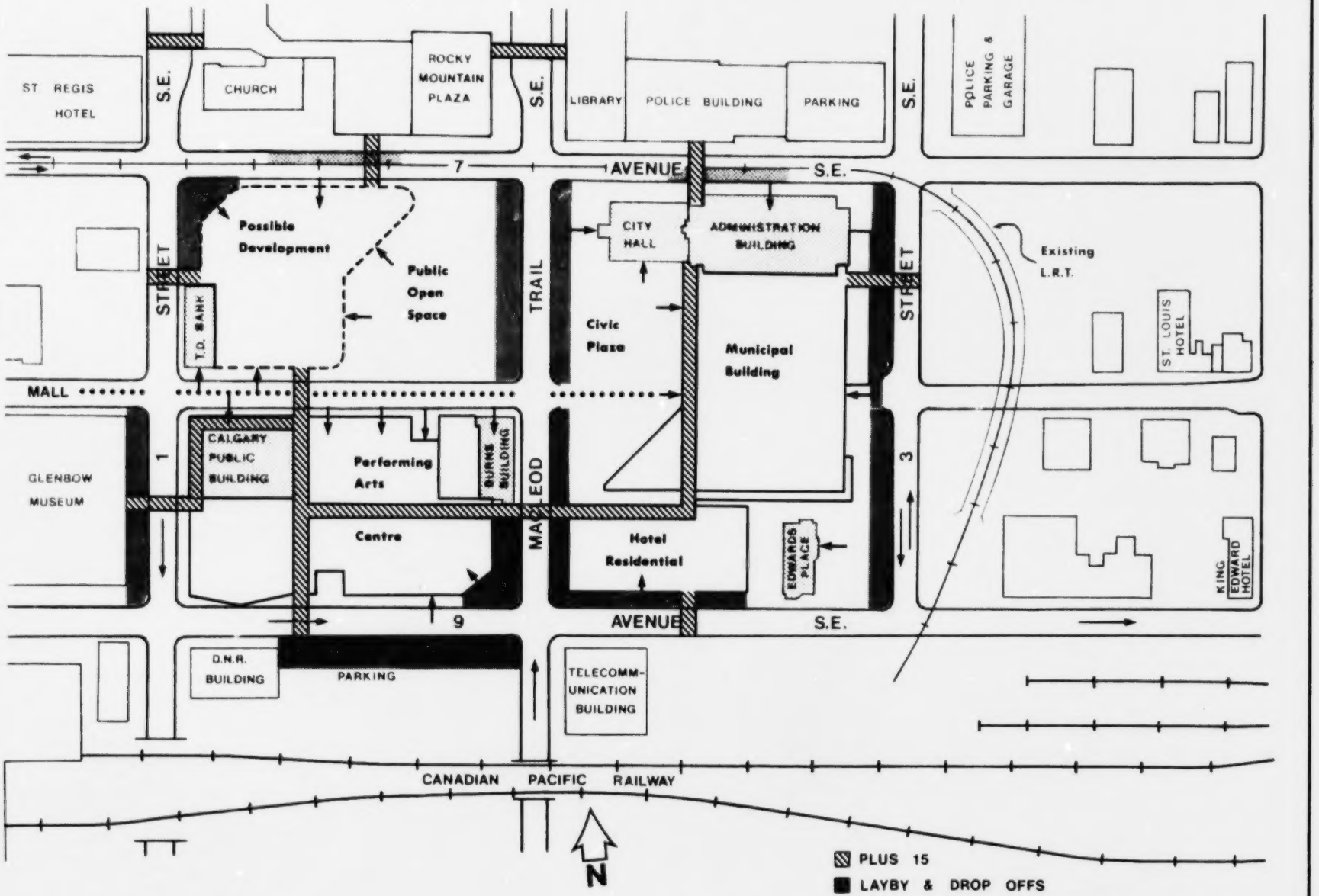
2.2.8 Public Transit:
The Light Rail Transit line on 7 Avenue has two stations serving the City Hall area. These stations are located immediately adjacent to City Hall and adjacent to the Cathedral Church of the Redeemer as shown in the accompanying plan. Developments in the City Hall area must provide for the protection of rights-of-way for future below grade L.R.T. facilities as shown in the accompanying L.R.T. Plan. The purpose of protecting these rights-of-way is to protect the option of developing a Central Station for the City's L.R.T. system in the City Hall area at some point in the future. Entrances to the Central Station, processing areas and transfer connections will be developed on the east side of MacLeod Trail as part of the Municipal Building and Civic Plaza development, and west of MacLeod Trail as part of the development of the block west of City Hall.

The City Hall area will be accessible by bus transit on 1 Street S.E. MacLeod Trail and 7 Avenue.

2.2.9 Parking
The City Hall area falls within the restricted parking area in the downtown. Developments in this area are allowed to provide a maximum of 20% of the by-law parking requirements on site. The remainder of the parking requirements for the area will be provided by means of cash in lieu of parking payments. A major parking facility for the downtown East End will be developed south of 9 Avenue between 1 Street East and 3 Street East. This facility will be connected to the City Hall area by the +15 system.

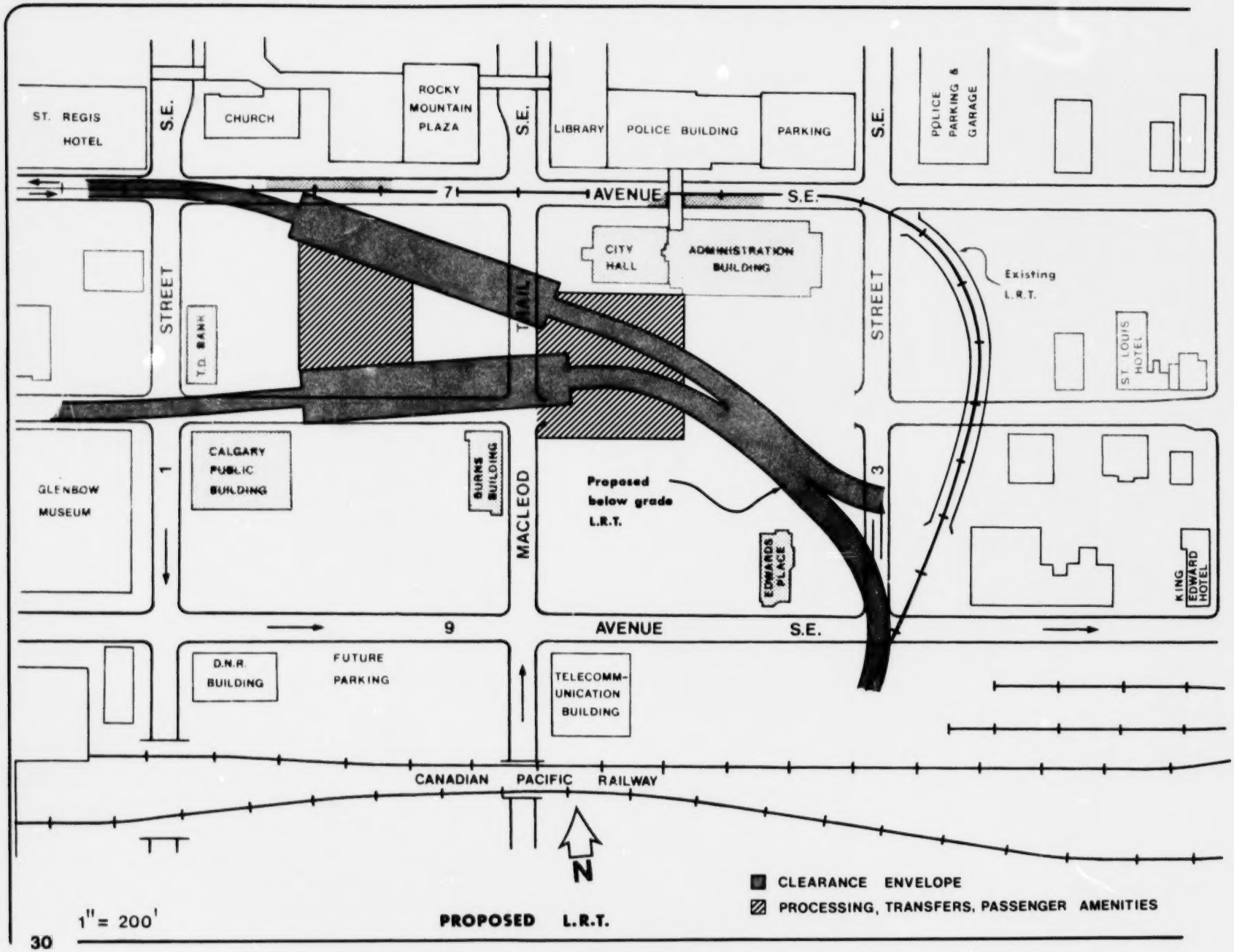
2.2.10 Access and Circulation:
The MacLeod Trail/1 Street S.E. one way couplet will remain open. Lay-by's are permitted on both sides of MacLeod Trail,however, vehicle access to buildings (i.e. parking and service entrances) should not be provided via MacLeod Trail. 3 Street S.E. will remain open as a two way road and may be used for vehicle access to the adjacent developments. 7 Avenue is used as a transit mall. 8 Avenue S.E. will be closed from 1 Street S.E. to its intersection with the existing L.R.T. line east of 3 Street (excluding 3 Street). 9 Avenue will remain open as a one way major street east bound. No change in the by-law setbacks currently required by the Land Use By-law is proposed.

2.2.11 Utilities:
Approved and proposed developments in the City Hall area will require the relocation of utilities in the service lanes and in 8 Avenue. Generally, the area will be serviced by utilities in 7 Avenue and 9 Avenue S.E. and in 1 Street S.E., MacLeod Trail and 3 Street S.E. Individual utilities may require easements or corridors in former street or lane right-of-ways. These will be negotiated at the development permit stage.




1" = 200'

**ACCESS AND CIRCULATION PLAN**


ST. REGIS HOTEL
S.E.
CHURCH
ROCKY MOUNTAIN PLAZA
S.E.
LIBRARY
POLICE BUILDING
PARKING
S.E.
POLICE PARKING & GARAGE
7 AVENUE S.E.
STREET
T.D. BANK
TRAIL
CITY HALL
ADMINISTRATION BUILDING
STREET
Existing L.R.T.
ST. LOUIS HOTEL
GLENBOW MUSEUM
1
CALGARY PUBLIC BUILDING
BURNS BUILDING
MACLEOD
Proposed below grade L.R.T.
3
EDWARDS PLACE
KING EDWARD HOTEL
9 AVENUE S.E.
D.N.R. BUILDING
FUTURE PARKING
TELECOMMUNICATION BUILDING
CANADIAN PACIFIC RAILWAY
N
CLEARANCE ENVELOPE
PROCESSING, TRANSFERS, PASSENGER AMENITIES
1" = 200'
PROPOSED L.R.T.

# IMPLEMENTATION

The plan has been prepared to allow separate and discrete development parcels to proceed in accordance with public needs and perceived opportunities. Development approval for the Performing Arts Centre has been obtained, funding is in place and completion of this project is expected in 1984. Funding for the new Municipal Building has also been approved. Construction is expected to begin in the summer of 1982 with completion scheduled in 1985.

A number of opportunities for private sector participation in the development of the City Hall area have been identified in the plan - notably in the block west of City Hall and the hotel/residential site south of the Municipal Building.

The major prerequisite to private sector participation in the development of the City Hall area that the City is able to control, is the elimination of uncertainty. The approval of an Area Redevelopment Plan for the City Hall area will help to resolve uncertainties related to planning policy. Commencement of construction of the Performing Arts Centre and approval and commencement of construction of the new Municipal Building will help to resolve uncertainties regarding the design and timing of adjacent public developments. However, it is also important that the location and timing of the downtown East End parking structure be confirmed prior to proceeding with proposal calls.

If the approved plan includes opportunities for private sector participation in the development of the City Hall area,it has been recommended that the City proceed with proposal calls. The organization and structuring of proposal calls is of considerable importance in achieving the objectives of City Council for the development of the City Hall area.

This Area Redevelopment Plan has not proposed a comprehensive set of design guidelines (e.g. building envelopes, finishing materials, etc). However, it is of great importance that the design of other buildings in the City Hall area be compatible with the City Hall buildings, Civic Plaza and Performing Arts Centre. This objective can best be achieved if design becomes a major criteria in the evaluation of proposals received and the selection of the successful proposal.

The development opportunities in the City Hall area should be made available by long term lease rather than sale of the property. The City's position regarding the value of the leasehold should be clearly stated in the proposal call documents, thereby allowing the selection of the successful submission to be made on the basis of design as well as other considerations rather than just economics.

In addition to the approved developments, those elements of the plan that are the responsibility of the City of Calgary to implement (i.e. extension of the Mall, possible development of all or portions of the block west of City Hall) will be included in the City's capital budget for implementation at a future date.

# APPENDIX A

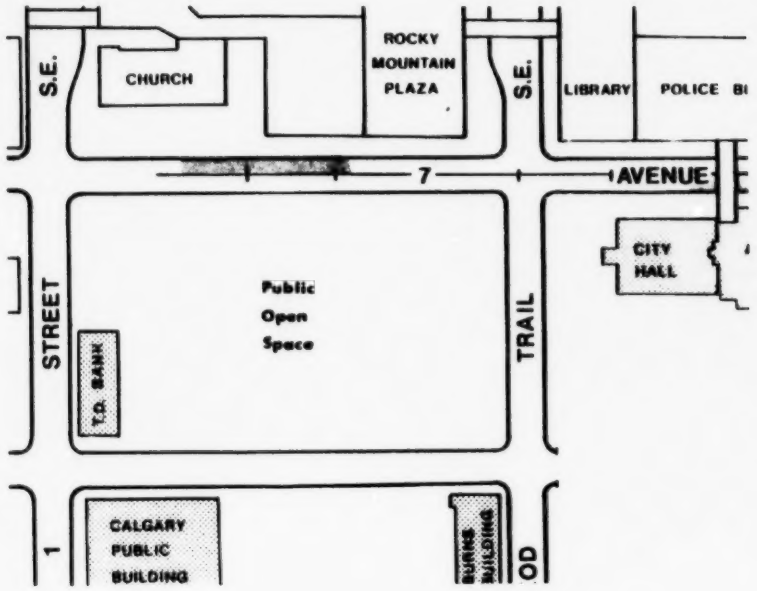
# EVALUATION OF DEVELOPMENT OPTIONS

# FOR BLOCK WEST OF CITY HALL

SUMMARY OF DEVELOPMENT OPTIONS

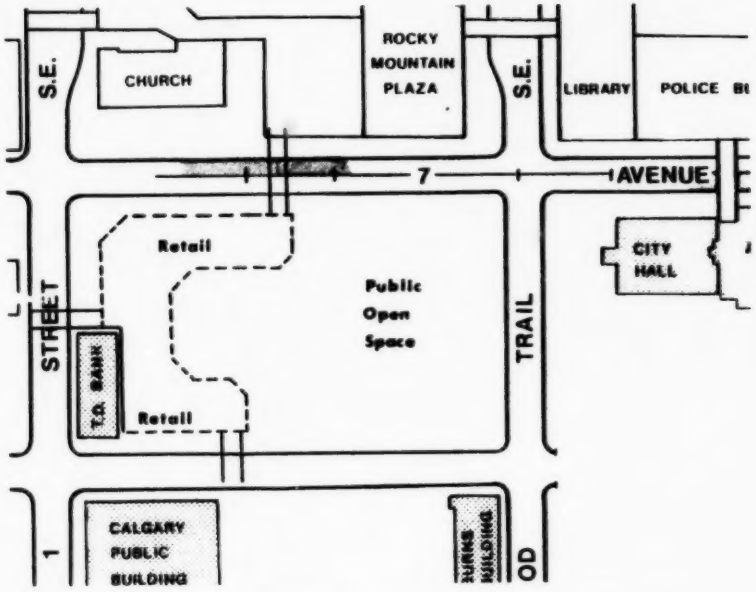
Option 1 - Public Open Space

The block (excluding the Toronto Dominion Bank Building) is initially developed as at grade public open space. At some future date, when the L.R.T. Central Station is constructed, entrances from grade to the Central Station, transfer connections, and passenger amenity areas are constructed possibly resulting in a more terraced, public open space.




Option 2 - Public Open Space and Some Development

The majority of the block (+/- 9000 $m^2$) is provided as public open space. A development of approximately 9300 $m^2$ incorporating primarily retail space is permitted at the west end of the block.

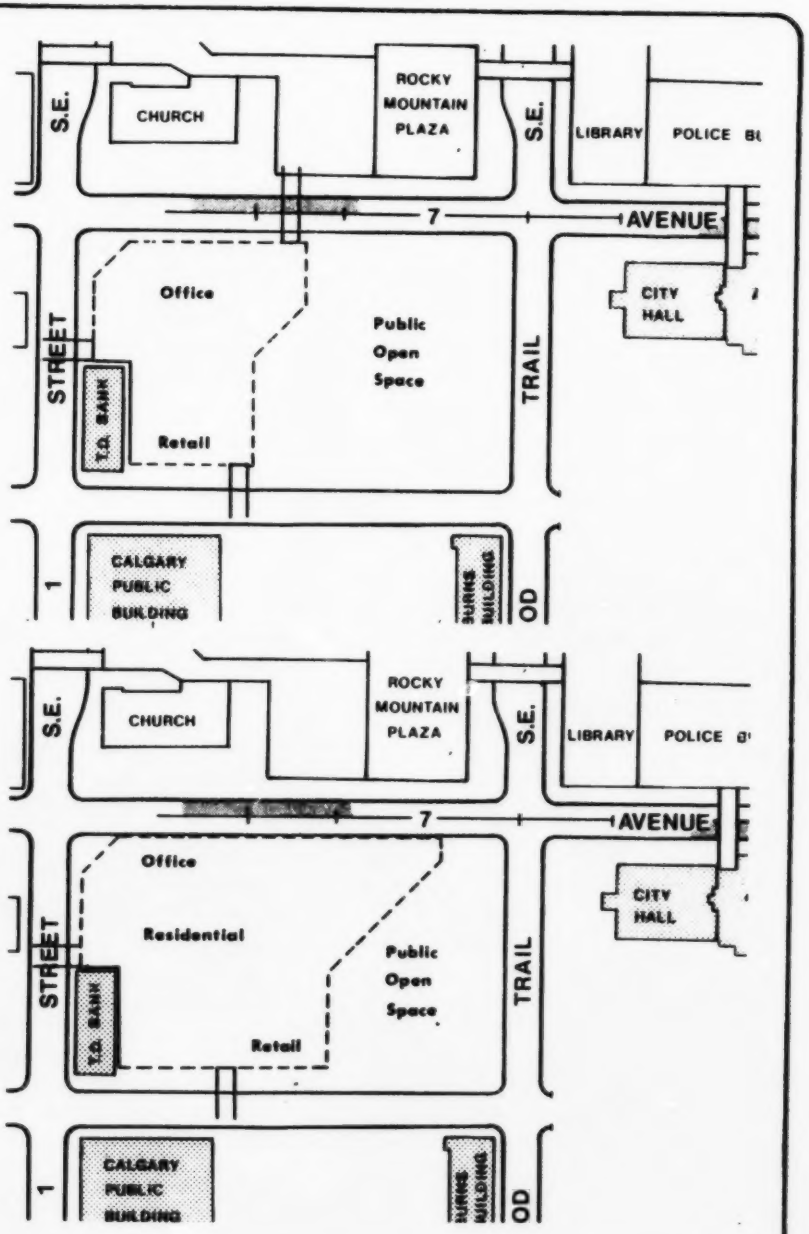


Option 3 - Balance of Public Open Space and Development

A minimum of fifty percent of the block (6500 $m^2$) is provided as public open space. A development of approximately 55,000 $m^2$ gross incorporating a major retail component and office space is permitted on the western end of the block covering an area of approximately 5500 $m^2$.

Option 4 - Mixed Use Development with Public Open Space

A minimum of 4500 $m^2$ of public open space is provided. The remainder of the block is used for a mixed use development (office, retail, residential) of approximately 100,000 $m^2$ gross covering an area of approximately 7500 $m^2$.



## EVALUATION CRITERIA

The criteria used to evaluate the four development options for the block west of City Hall are from several sources. The first set of criteria are those objectives approved by City Council for the development of the City Hall area that are or may be affected by the development option chosen. The proposed development image has also been used as a criteria. The other criteria are primarily pragmatic considerations important to the implementation of the plan against which each option is judged to perform somewhat differently.

## RATING SYSTEM

Contributes significantly to the accomplishment of an objective or rates very positively against the evaluation criteria.

Contributes somewhat to the accomplishment of an objective or rates positively against the evaluation criteria.

Does not contribute to the accomplishment of an objective or rate positively against the evaluation criteria.

## EVALUATION OF OPTIONS FOR BLOCK WEST OF CITY HALL

| OPTIONS | 1 | 2 | 3 | 4 | COMMENTS |
|---|---|---|---|---|---|
| OBJECTIVES APPROVED BY CITY COUNCIL | | | | | |
| • Serve as a major open space. | ● | ◒ | ◒ | ◒ | All options provide open space of differing amounts. Option 1 provides the most. |
| • Accommodate a variety of uses both public & private (cultural, entertainment, retail/office). | ○ | ◒ | ● | ● | Options 3 & 4 provide best opportunity to include significant private uses (e.g. retail) in City Hall area. |
| • To ensure a strong & positive identity for City Hall. | ● | ● | ● | ◒ | All options respect City Hall but the high density and massing of option 4 could reduce the visual prominence of City Hall. |
| • To provide a balance of open space and buildings. | ◒ | ● | ● | ○ | Rating based on balance of buildings and open space in City Hall area as a result of development option. |
| • To ensure the development of a continuous, coordinated pedestrian circulation system both within and between buildings on the site. | ○ | ◒ | ● | ● | Option 1 would result in a very circuitous +15 system. |
| DEVELOPMENT IMAGE | ◒ | ◒ | ● | ◒ | Option 3 provides the best overall balance of public/private uses and open space/buildings required to achieve the development image proposed. |

| OPTIONS | 1 | 2 | 3 | 4 | COMMENTS |
|---|---|---|---|---|---|
| OTHER CRITERIA | | | | | |
| • Response to climate. | ◒ | ◒ | ● | ● | Because of low mass of Performing Arts Centre there is good sunlight on open space in all options, but options 3 and 4 best shelter open space from unpleasant winds. |
| • Compatibility with L.R.T. Central Station. | ○ | ◒ | ● | ● | Absence of development in conjunction with Central Station is undesirable.<br>· Fewer passenger amenities provided.<br>· Station is isolated from +15 system. |
| • Minimize cost to City. | ○ | ○ | ◒ | ● | Option 1 - City pays for development of open space and L.R.T. Central Station. City receives no income from development of block.<br>Option 2 - City pays for development of open space and L.R.T. Central Station and receives some ground lease income.<br>Option 3 - Some private contribution to costs of P.O.S. and L.R.T. possible. City receives significant ground lease income.<br>Option 4 - Private contribution to costs of P.O.S. and L.R.T. probable. City receives substantial ground lease income. |

# APPENDIX B

# TECHNICAL AND BACKGROUND REPORTS

## TECHNICAL AND BACKGROUND REPORTS

Draft Preliminary Concept Plan for Civic Square
Planning Department 1978.

This draft plan outlined public spaces, circulation systems, environmental quality, land use and phasing proposals for the development of the City Hall area. A building envelopes plan was proposed and problem areas requiring resolution were identified. The plan was not considered by City Council.

Climatic Conceptual Design Manual for Area Surrounding 8th Avenue S.E., and 2nd Street S.E. Calgary, Alberta. M.H.T.R. (Morrison, Hershfield, Theakston and Rowan Ltd. Consulting Engineers) December 1978.

This manual identifies the affect of different building masses on wind conditions and the micro climate. It also identifies desired building masses and useable areas in the City Hall area.

Geotechnical Study - Phase II. EBA Engineering Consultants Ltd. Calgary February 1979.

This report summarizes the findings of a preliminary geotechnical investigation of the site of the proposed Civic Centre. The information was based on the findings of seven bore holes and on other geotechnical data collected in the downtown area. Ground water levels on the site were determined, the engineering properties of soil and rock documented and recommendations made regarding foundations, excavation, shoring, underpinning, waterproofing and dewatering.

Calgary Civic Centre Historical Report.
Michael McMordie B.Arch. Phd. March 1979.

This report provides a historical overview of the development of the City Hall area. Comments are made on the architectural and historical interest of a number of buildings in the area. In addition to the City Hall, the report recommends that the following buildings be conserved and incorporated into new development: Calgary Public Building, Burns Building, Toronto Dominion Bank Building, Empress Theatre Auditorium.

Calgary Civic Centre Volume I Concepts and Principles.
Calgary Civic Centre Volume II Guidelines.
Calgary Civic Centre Volume III Technical Reports.
Raymond Moriyama Architects and Planners.
Harold Hanen Architect Ltd. 1979.

Volume I of this report formed the basis for the Calgary Civic Centre Area Redevelopment Plan which was adopted by Council in July 1979 with amendments.

MacLeod Trail Through Civic Centre. City of Calgary Transportation Department July 1979.

This report identified and analyzed four alternatives for MacLeod Trail between 7 Avenue S.E. and 9 Avenue S.E. The alternatives ranged from leaving MacLeod Trail as is,to closing it. The recommendations, approved by City Council in July 1979, were that the capacity of MacLeod Trail not be changed at present but means of reducing traffic volumes on MacLeod Trail in the City Hall area be reviewed during the next T.I.P.'s update.

Final Report - Opinions and Attitudes About the Calgary Civic Centre Proposal. Opinion Research Index April 1980.

This report summarized the results of a telephone and door to door survey regarding the Civic Centre proposal, defeated in a plebiscite in November 1979. 924 persons were interviewed by random sampling techniques. The survey confirmed public support for a new Municipal Building in the vicinity of City Hall, and the provision of public parking and L.R.T. facilities.

Calgary Civic Centre Co-Design Workshops. Stanley King Architect - Co-Design Workshops April 1980.

This report summarizes the results of a Co-design Workshop held at the Calgary Public Building and a T.V. Phone In Workshop. The purpose of the workshops was to provide an open forum for the public to describe how they would use the City Hall area and how the area could be developed to enhance their intended activities. 160 persons participated in the workshops. Public open spaces, mall extension, public parking, closure of MacLeod Trail, access to L.R.T., shopping, restaurant and entertainment opportunities, retention of old buildings, were the major themes in the workshops.

Calgary Downtown Development Newspaper Questionnaire (City Hall Area). Opinion Research Index August 1980.

This public participation opportunity resulted in the receipt and analysis of over 15,000 completed questionnaires regarding how development in the City Hall area should proceed. The questionnaire results again confirmed the public's support for proceeding with construction of a new Municipal Government Building in the City Hall area and for a public parking facility.

Support was also expressed for leasing of some City owned land in the City Hall area for the development of shopping, restaurants, a hotel, offices and residential accommodation.

Document III First Stage Requirements. Architectural Competition for the Design of a Municipal Building in Calgary - City of Calgary 1981.

This document was issued to all architects registered for the Municipal Building Design Competition. In addition to outlining the facility program for the new Municipal Building and various constraints (i.e. budget, energy, environment, construction), it contains a statement of planning policies for the City Hall area which were approved by City Council in April 1981 for inclusion in the City Hall Area Redevelopment Plan.

L.R.T. Requirements in the Vicinity of the Proposed Municipal Building. DelCan - Deleuw Cather Canada Ltd. Consulting Engineers and Planners - Calgary October 1981.

This report examines future L.R.T. alignment options in the City Hall area including L.R.T. station options. 15 different alignment options are identified and analyzed. A preferred alignment which satisfies all evaluation criteria is identified and explained. The structural and other non-operating L.R.T. requirements on the site of the new Municipal Building are documented.